

# SOUTH LOOP NEW TOWN

## GUIDELINES FOR DEVELOPMENT

Department of Development and Planning



P 102

City of Chicago, Richard J. Daley, Mayor

# **SOUTH LOOP NEW TOWN**

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City of Chicago, Richard J. Daley, Mayor

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**August, 1975**

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**Lewis W. Hill, Commissioner of Development and Planning**





CONGRESS

# SOUTH LOOP NEW TOWN BOUNDARY MAP



0

1,000

CHICAGO RIVER

CLARK

18TH

19TH

STATE

ARCHER

CERMAK

STEWART



## Introduction

The South Loop study area is a significant and unique area of land within the Central Communities of Chicago. Its development will both affect and be affected by the conditions, trends and changes in the surrounding Central Communities, the City as a whole, and the metropolitan area. The South Loop study area has its own unique development potential, but that potential should be defined and dimensioned in the light of the problems, functions, needs, prospects, goals and policies for the Central Communities and the entire city as well as for the South Loop site itself.

The background for planning in the Central Communities is substantial, and the understanding and functioning of the planning process is well-advanced there. Problems and potentials have been thoroughly analyzed, and the proposals and solutions which have emerged are testimony to an increasingly effective planning process. The South Loop area, by virtue of both its location and potential, presents a significant opportunity to provide an outstanding physical, social and environmental improvement.

The recently published *Chicago 21* Plan offers a discussion of the future of the Central Communities, and, within that context, it presents the basic concepts for a South Loop New Town.

**The City's Initiative.** The development of the South Loop area should be thoroughly planned and coordinated as an orderly effort, with all phases and aspects of the development and all developers responsive to a single framework or set of guidelines, controls and commitments. The development should be closely related to city-wide policies and to existing and planned development elsewhere in the city and particularly in the Central Communities area, the adjoining neighborhoods and the Central Business District.

The City of Chicago must take the initiative in setting forth clear guidelines and criteria for development of this area because of its location, the potential impact of its development on the Central Area, its obsolete existing infrastructure, and the extremely complex pattern of land use and ownership throughout the area. It is essential to recognize the complexity of external requirements and relationships which will in fact determine many of the limits and much of the form of the new development.

Development controls must be firmly established for the South Loop New Town: one or more

Planned Development ordinances must be approved by the City Council to set the use, bulk and related regulations on development in that area.

The relationships of the area to the Central Business District, to critical elements in the expressway and major street systems, to the public transit system, the Chicago River, the Lakefront, major hospitals and universities, manufacturing and other economic centers, existing nearby residential centers and others clearly serve to establish some of the constraints and opportunities in the planning framework for the area.

The City's initiative must also be timely. Major public and private efforts in the Central Business District and the Central Area in general are coinciding with very substantial changes in railroad activities to reinforce not only the desirability but the reality of the opportunity for redevelopment of the South Loop area in the near future. It is in the common interest of both the public and private sectors that this area be developed beyond a mere meeting of minimum standards toward the achievement of the highest quality environment possible in the South Loop area.

**The Purpose of the Report.** This report recommends a planning framework for adoption by the City of Chicago as a policy guide in reviewing projects and programs for the entire South Loop area. Using this planning framework, the Department of Development and Planning will work with all other public agencies and with private interests to coordinate, advance and support programs and projects which are consistent with the policies and objectives for the area and for the City as a whole.

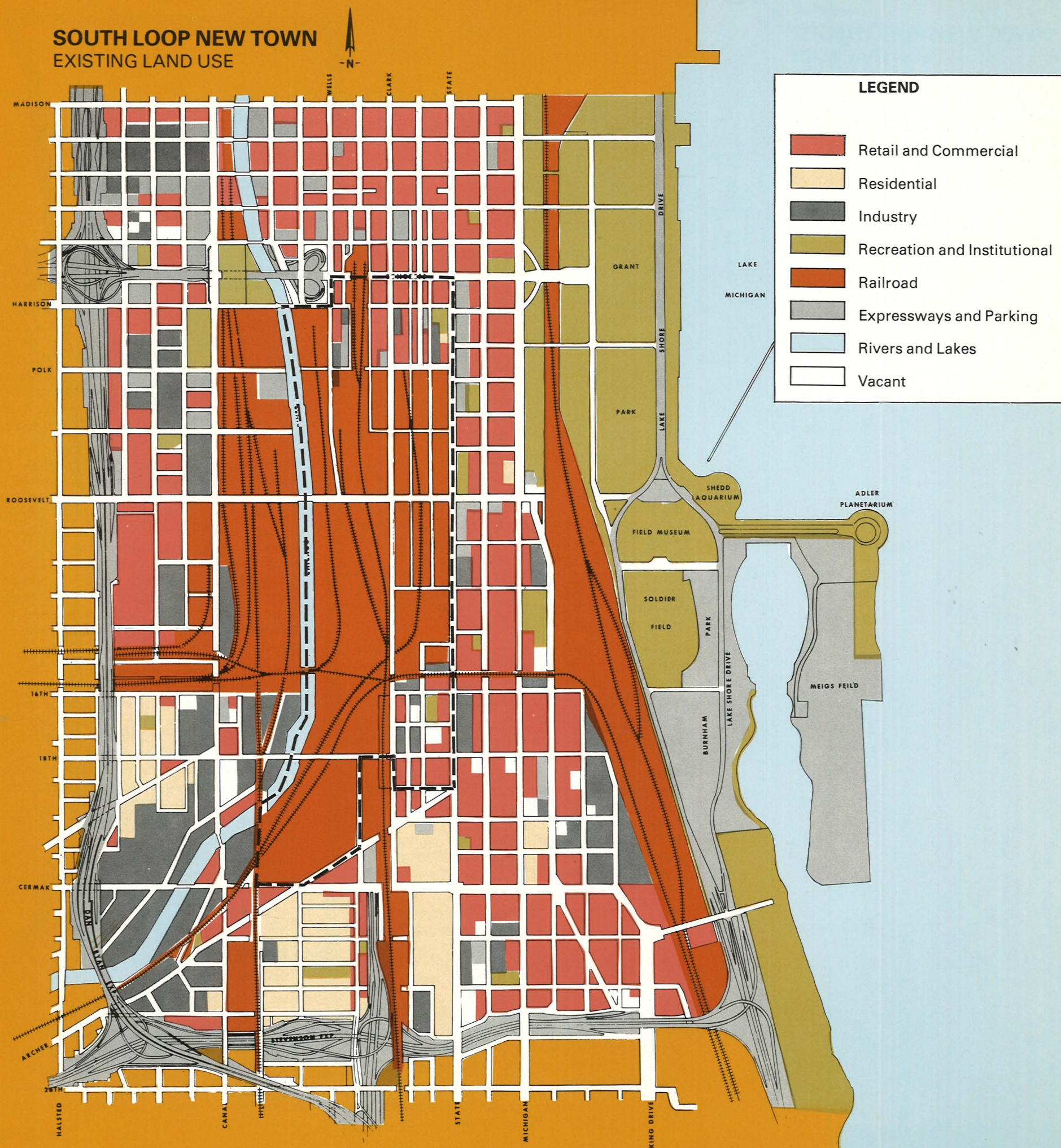
This report sets forth a series of basic policy statements applicable to the South Loop area and to the development of what has been called "South Loop New Town"—a residential new-town-in-town. The report also translates those policy statements into sets of measurable criteria which can be applied in evaluating development proposals.

The criteria proposed herein cover many areas seldom addressed by traditional land use and zoning controls but which are major factors in establishing the character and determining the quality of life in a community.

It is essential that all of these criteria be achieved to the highest standards to insure the development of a vital community.



# SOUTH LOOP NEW TOWN EXISTING LAND USE





## Background for Planning

The South Loop area covers 335 acres of land generally bounded by Congress Parkway on the north, the Chicago River on the west, State Street on the east, and Cermak Road and Archer Avenue on the south. Although the area is characterized as "obsolete railroad land", the general breakdown of usage and ownership is as follows (all figures are approximate):

75 acres of publicly-owned land and facilities (principally street rights-of-way)

50 acres of privately-owned non-railroad land (principally in marginal commercial or industrial usage)

210 acres of land in private railroad ownership composed of more than a dozen distinct ownership entities.

Railroad activities and facilities in the South Loop area currently include commuter, inter-city passenger, and freight operations. The Rock Island Railroad is currently active in all three of these categories within the area: its mainline, inter-city passenger trains and its commuter trains run north through the middle of the area to the LaSalle Street Station at Van Buren Street, and its "piggy-back" freight operations are located between Taylor Street and 16th Street west of Clark Street.

The Illinois Central-Gulf Railroad's operations in the area consist entirely of freight movements from its Lakefront mainline across the St. Charles Air Line (an elevated right-of-way running east-west through the area near 16th Street) to its southwest mainline. Amtrak inter-city passenger trains run through the area on the St. Charles Air Line and some Amtrak trains are serviced in the old Santa Fe maintenance yards south of 18th Street and west of Wentworth Avenue in the South Loop area.

There are several incidental or infrequent rail and rail-related movements and operations scattered across the 210 acres of railroad land in the South Loop. They are primarily remnants of much larger freight, transfer or passenger operations. Only a small portion of the existing trackage in the South Loop area is in active use, and a significant amount of trackage has been removed over the years as facilities and operations were abandoned.

There are two major areas of non-railroad use in the South Loop: at the north bounded by Congress, State, Polk and Wells, and toward the south bounded by 15th, State, Archer and Clark. The northern area contains a significant number of parking lots as well as major structures devoted to

The Chicago River looking north from Roosevelt Road toward the downtown area as it appeared in 1952. This view shows the once prevalent rail freight activities within the South Loop area along the river's east bank. These guidelines recommend that the riveredge in the new town be developed as public open space for its entire length. (Chicago Historical Society)





such diverse uses as printing and graphic arts, telephone company and electric utility facilities, warehouses, transient group housing quarters, public high schools (Jones Commercial and Chicago Metro) and miscellaneous Loop-type service and retail business operations. The southern area consists of printing and warehouse facilities north of 16th Street and vacant land, auto parts and miscellaneous open storage uses in the remainder of the area.

The South Loop area currently houses very few persons in permanent residences. 1970 Census figures indicate that approximately 400 persons lived there, most of whom were single residents of apartment hotels (or similar transient group living quarters) located north of Polk Street and east of Clark Street in the area.

In the areas surrounding the new town site the land uses vary in both nature and intensity. To the north of Congress Parkway is the mixed office, and retail development of the Central Business District. Significant private development efforts and supportive public improvement programs have been underway continuously in the CBD for more than two decades and everything indicates that these trends will continue.

Further to the southeast are a major medical center—the Michael Reese/Mercy hospital complex; major residential developments—Lake Meadows, Prairie Shores and South Commons; and a major university—the Illinois Institute of Technology.

Land uses east of the new town site are of three general types: Lakefront museum, open space and recreation development, CBD-oriented hotel and related development (north of Roosevelt Road), and an area of mixed commercial-wholesale-residential development (south of Roosevelt Road). In this area the Lakefront offers outstanding cultural and recreational opportunities, but the land between the new town site and the Lakefront parks is susceptible to extensive change in conjunction with both new town development and its own inherent value based on its proximity to both the CBD and the Lakefront.

South of the new town development on both sides of Cermak Road is primarily residential: public housing for both family and elderly households in the Raymond M. Hilliard Homes and for families in the Harold L. Ickes Homes and Archer Courts, and the Chinatown community west of Federal Street and south of Cermak Road. There is also significant and vital commercial development in the Chinatown area.

Land uses west of the South Branch of the Chicago River consist generally of extensive railroad lands between the River and Halsted Street, with a commercial concentration near Roosevelt Road and with residential and institutional uses further to the west: the University of Illinois/Chicago Circle Campus generally north of Roosevelt Road, a changing area of mixed commercial/residential/rail/manufacturing uses between Roosevelt and 16th Street, and the mixed/commercial/residential/manufacturing uses in the Pilsen community south of 16th Street.

The original Dearborn Station circa 1890 prior to a fire which destroyed the sloping roof and the cupola over the clock tower. (Sketch from Chicago Historical Society photograph)







Straightening of the Chicago River—1929. These views toward the south show Roosevelt Road in the center. (Above—Chicago Aerial Survey; Below—Chicago Historical Society)



## Historical Perspective

The 1830 plat for the Chicago area divided the South Loop area into two mile-square sections. The northern section—Madison, State, Roosevelt, Halsted—was a school section, the southern section—Roosevelt, State, Cermak, Halsted—was dedicated to the canal commissioners for use in raising funds for construction of the Illinois-Michigan Canal. In 1833 almost all of the school section was auctioned off to raise revenues for a school system. The canal lands were largely unused except for scattered agricultural purposes until the 1850's when they were sold, primarily to railroads.

The 1850's marked the beginning of Chicago's growth as a railroad transportation center and the initial development phase for the South Loop area. Although there were once dozens of railroad companies active in the South Loop area, the following are still active and have maintained their corporate identities to this day: Penn-Central; Chicago, Rock Island and Pacific; Chicago, Burlington and Quincy; Illinois Central-Gulf; Atchison, Topeka and Santa Fe; Chesapeake and Ohio; and the Grand Trunk Western.

Two other railroad companies are also located in the area: The Chicago and Western Indiana, which is a major landowner, and the St. Charles Air Line, which owns the only east-west railroad right-of-way in the South Loop area.

There were once four rail passenger stations in the area: Dearborn Station (1885), Grand Central Station (1890-1970), Illinois Central Station (1893-1974) and LaSalle Street Station (1903). Of these, only the LaSalle Street Station is still in operation, although the Dearborn Station still stands.

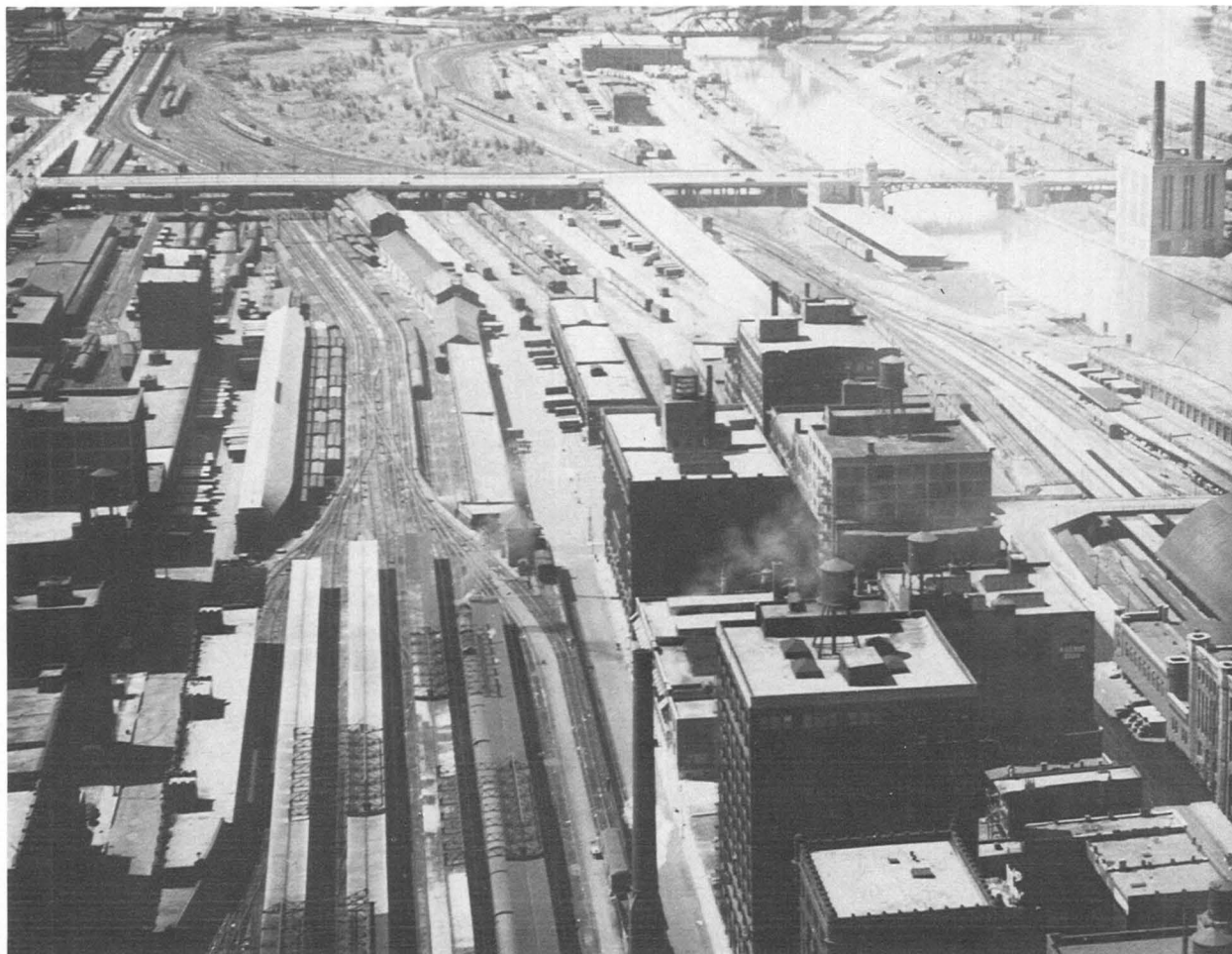
By the end of the 19th Century there was a great deal of concern about the amount of traffic generated by railroad freight transfer operations and deliveries in and around the central business district. In 1903 the city granted a franchise to the Illinois Tunnel Co. to construct 64 miles of tunnels under downtown and South Loop streets in which freight and refuse could be carried in and out of the Loop area below ground. Further traffic and environmental concerns led to the straightening of the south branch of the Chicago River between Taylor Street and 18th Street in 1928-30. It was hoped that this project would facilitate the extension of a more complete gridiron street pattern south from the CBD, but that hope was never realized because railroad operations continued to dominate the area.





Looking north toward the Dearborn Station train shed and the Loop in 1952. Railroad activity declined drastically in this area in the late 1950's and early 1960's. (Chicago Historical Society)

The South Loop area as seen from the Board of Trade Building in 1951. The lightly wooded area in the left background is the old river channel which was filled-in following the river-straightening project, 1928-1930. (Chicago Historical Society)



After World War II the prominence of railroads in the national transportation network began to decline. The automobile, truck, and airplane developed as alternative modes of both passenger and freight service. As a result, both passenger service and freight handling in the South Loop area declined, and many of the facilities were deactivated.

Residential areas are few and isolated in the South Loop area. The Chinatown Community south of Cermak Road and west of Wentworth Avenue is more than sixty years old and is a significant example of a viable ethnic enclave community. It has developed a character and almost a self-sufficiency over the years which are tributes to its residents.

Near Cermak Road and State Street, a combined family-elderly Chicago Housing Authority facility was constructed in the early 1960's, and two moderate-income high rise apartments were built in the mid 1960's near Wabash Avenue and 20th Street. Virtually all of the remaining residents in the South Loop area live in transient quarters located north of Polk Street.



## Goals and Objectives

The Central Area of Chicago is a primary and strategic element in the structure, vitality and attractiveness of the City and the Chicago metropolitan area. As the focal point of transportation facilities, the Central Area is also the focus of public and private activities which require a location at the point of highest accessibility. Public and private investment has provided it with a diverse range and extraordinary number of facilities and services which can and should be made conveniently available to as many persons as possible, day and night, throughout the year.

*The Comprehensive Plan of Chicago* identifies three Near-In Opportunity Areas: the Randolph Terminal properties of the Illinois Central-Gulf Railroad, the South Loop railway properties and the Ogden Slip area. The plan described these areas as offering

extraordinary opportunities for dramatic changes in the residential environment of the city through private development if certain public actions are taken first.

The initial necessary public action is the publication of a set of guidelines for the development of each of these opportunity areas—similar in function to the *Guidelines for the Development of the Randolph Terminal Properties* of the Illinois Central-Gulf Railroad, which was published in May, 1968.

Subsequent public action will include the consideration by the City Council of planned development applications under the Chicago Zoning Ordinance and other related development regulations for the South Loop New Town site.

The basic approach to the South Loop development should be consistent with the *Comprehen-*

*sive Plan* references to the "great potential for a variety of housing for a wide range of family ages, sizes and income levels" for the area of obsolete and under-used railyards south of the Loop. That approach should also meet the recommended objectives for this area as stated in *Chicago 21*, a recent development plan for the central area jointly prepared by the City and the private sector:

To create residential neighborhoods on the surplus railyards... (south of the Loop). The neighborhoods should accommodate a balanced social and economic mixture of people and should be strongly oriented to families. The challenge is to provide an in-town residential environment... attractive to a full range of residents.

To integrate new development with the transportation, commercial, cultural and recreational activities of the Central Business District.

To preserve and enhance the natural amenities provided by the lake and the River.

The *Chicago 21* plan also recommends an approach to new town development in the South Loop area which can be summarized in the following points:

1. Emphasis should be placed on creating a total environment of high quality.
2. Excellent educational, transportation, security and other community services must be provided throughout.
3. Public-private cooperation and coordination of effort is essential.
4. Planning efforts should cover the entire South Loop railyard area and vicinity.



## Major Issues

The potential for establishing a completely new residential community in the South Loop area, where obsolete railroad and other land uses currently exist, raises numerous complex issues. In organizing these guidelines, and in presenting policies and recommendations for a South Loop New Town, the City of Chicago has considered the following major issues:

**Land Use and Intensity of Development.** What is the rationale for a residential new-town-in-town adjacent to the Loop? What would be an appropriate mix of residential, business, industrial and transportation uses in the new community? Which uses should be encouraged or discouraged? Which existing uses might be retained and how would that be determined? How might land uses in adjacent areas be affected by the new town development? What intensity of residential development should be permitted? How could the intensity of overall development vary within the new town area? What quantities of non-residential development would be adequate and appropriate to serve the needs and desires of new-town residents? What types and mix of structures should prevail in the new town?

**Access and Circulation.** How can vehicular through traffic be accommodated with minimal negative effect on developing residential neighborhoods? How can pedestrian systems throughout the new town area be developed and related to adjacent areas? How should the Franklin Connector be aligned and designed? What transit facilities and services can be provided for the new town residents? How can parking and service and delivery access be arranged so as to be unobtrusive and efficient? How can

railroad functions which will remain in the South Loop area, whether temporarily or permanently, be accommodated?

**Public Services and Facilities.** Which public services and facilities should receive special attention and study as they are designed for the South Loop area? Which among the numerous services and facilities necessary for successful new town development should be provided through the public sector? How can public improvements be effectively coordinated with private development efforts?

**Design and Architecture.** What design standards can be established for the new town? How would the design and types of structures affect the development or continued development of the new town?

**Environmental Concerns.** What energy-conserving features can be built into new residential development? What energy-conserving steps or procedures can be used in constructing the new town? What are the major potentially negative environmental effects the new town development—in total and in part—could have on the immediate vicinity, the city or the region? How can those effects be addressed or ameliorated? How can the environmental quality of the Chicago River be up-graded and then insured?

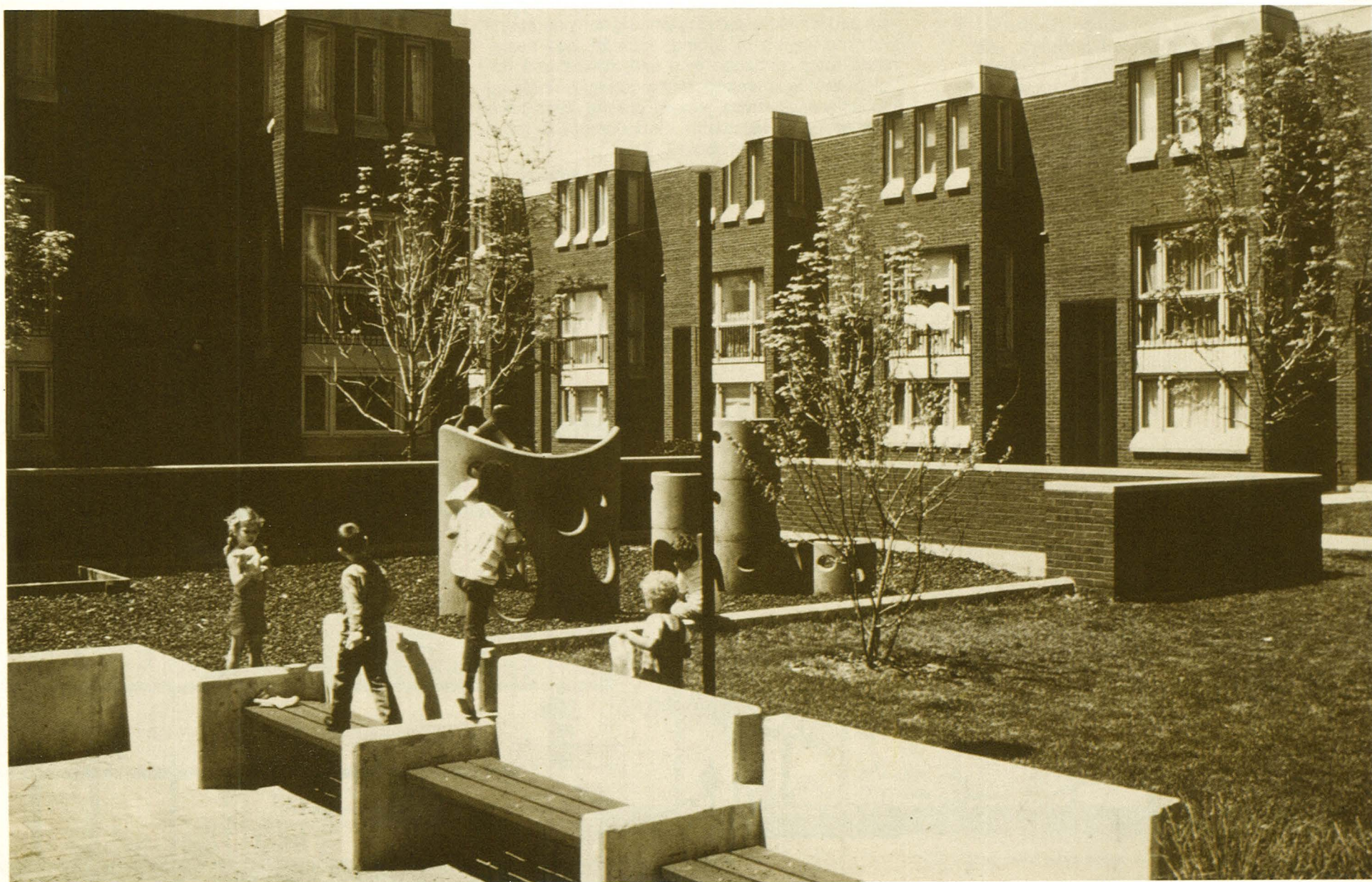
**Phasing of Development.** What are reasonable and appropriate sub-areas for development and in what sequence would they be developed? What is a minimum neighborhood development package? How do public and private capital improvements interrelate at each stage (phase) of development?



## Basic Policies

1. Develop a major residential community on the railyards and other properties in the South Loop area and insure that all such development is appropriate and adequate primarily for family living and available and primarily attractive to moderate and middle-income families.
2. Insure that there is equal opportunity for all to reside in and to participate in the development of the South Loop area.
3. Provide the necessary and desirable levels of public services and the appropriate public programs and facilities to support the first stages of development and the subsequent growth of the residential community in the South Loop area.
4. Insure that environmental concerns are addressed in all aspects of the South Loop development.
5. Relate all elements and stages of the South Loop development program to applicable citywide and regional policies, plans and functional systems—such as transportation, education, recreation, among others—and to both existing and planned development in the Central Communities.
6. Provide for limited business and industrial development within the South Loop area.
7. Develop the South Loop area according to a set of policies and guidelines constituting a planning framework for the entire area.

An example of residential development around a common area, here shown developed for recreational uses. Low-rise, low intensity development in portions of the South Loop New Town must include carefully designed relationships among those residential units, other residential development, and community facilities such as recreational and open spaces, schools, pedestrian and vehicular ways.





## Concepts and Criteria

The City of Chicago will encourage and support the development of a predominantly residential South Loop New Town attractive and available to families at moderate and middle-income levels. The following sections of this report present concepts and criteria to guide that development and offer recommendations for projects and programs which are consistent and compatible with one another and with those concepts and criteria.

**Land Use and Space Use.** Careful consideration must be given to the types and distributions of both land uses and space uses. In the South Loop New Town, the permitted land and space uses should be overwhelmingly residential throughout the net site area. Limited nonresidential uses would be allowed as long as they can be demonstrated to be compatible and not competitive with residential uses. The historical pattern of community development in Chicago has been through the construction of separate structures on individual lots which are created through the sub-division of a major tract of land. Depending on size and location, and on planning considerations with the advent of zoning, each lot was designated for a particular land use. Mixed use development was limited, being generally confined to business districts, where ground floor commercial space was constructed with one or more floors of apartments above.

In the South Loop New Town, the traditional lot-by-lot, land use-by-land use development format

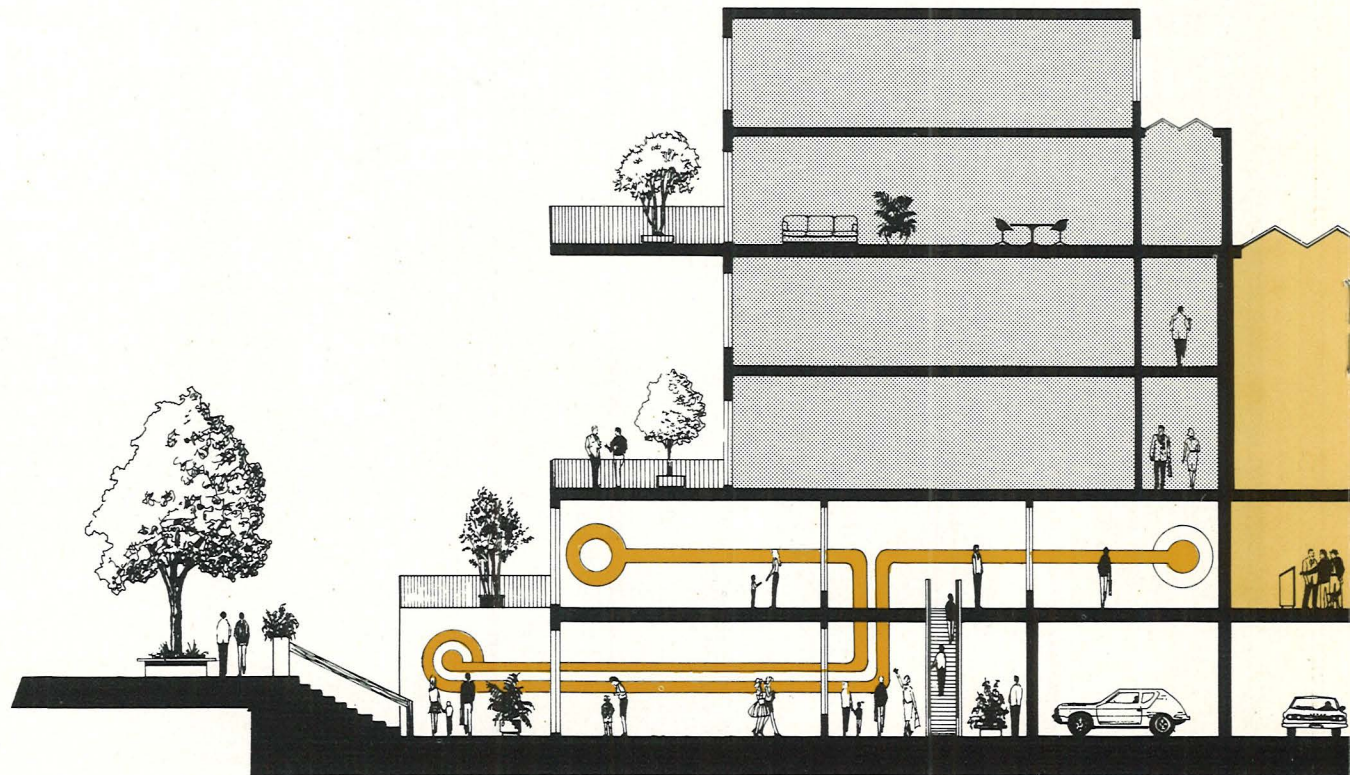
alone is insufficient to describe and interrelate development: a planning framework concerned with timing and scheduling of development and with both land and space uses for the overall project must be constructed.

The New Town development will take place according to the mandatory Planned Development provisions of the Chicago Zoning Ordinance. This approach permits the establishment of a set of development controls for the overall area and its sub-areas which are sensitive to the particular character and development potential of the greater area and which are suitable and appropriate given the impact of potential development on the immediate vicinity, the City and the region.

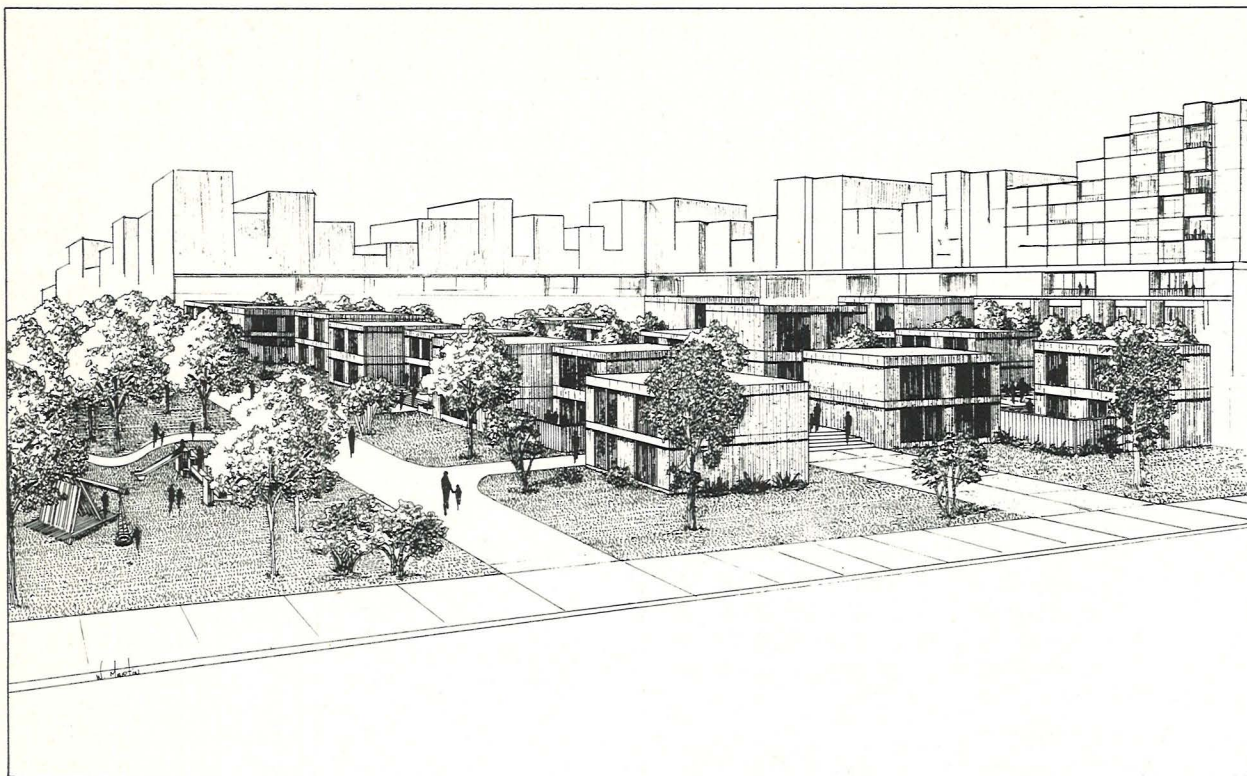
One of the more important characteristics of the planned development approach is its effectiveness in dealing with space uses as well as land uses. Mixed use development and multiple use arrangements can be encouraged and accommodated. The planning framework established in this report sets forth consistent concepts about land and space uses in the South Loop New Town. As a part of that framework, the following are criteria for reviewing land and space use proposals:

1. The major, predominant land and space use shall be residential.
2. Other permitted uses would include transportation, open space and recreation, utilities, industry, business, community institutions and facilities.
3. A non-residential use should be permitted only where it can be demonstrated to relate appro-

The proposed new town development will include the multiple usage of spaces at and near the ground level. Business, recreational, cultural, educational and other uses may be combined in, or share space in, multi-purpose structures.







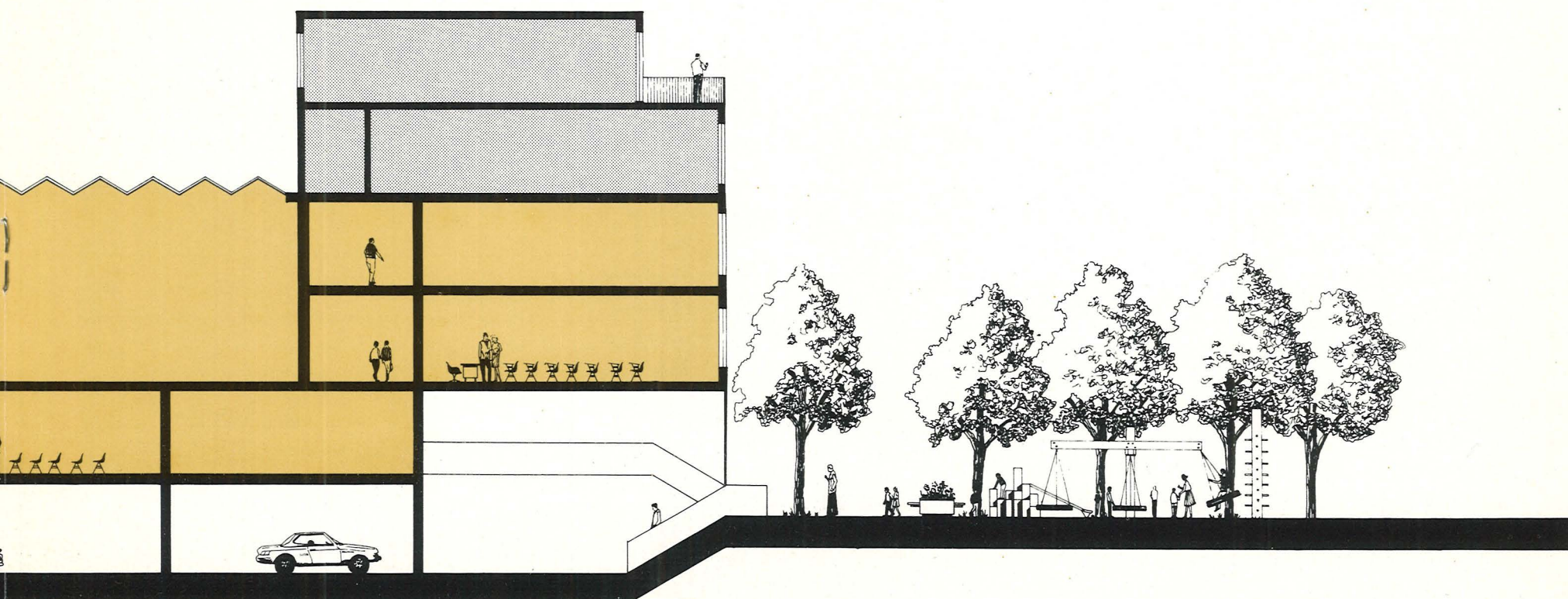
Low intensity housing in the new town will be set within a human scale environment and have a strong relationship to local open spaces, community facilities and other amenities.

privately and adequately to the greater residential community and to uses in adjoining areas.

4. Certain uses such as business uses would not generally be permitted as separate land uses but could be permitted as space uses.
5. Mixed, multiple and shared usage of space and facilities within a structure or structures should occur wherever feasible and appropriate.
6. Existing uses may be temporarily or permanently retained in certain instances where they are or can be appropriately related to developing uses in the new town.

**Land & Space Allocations.** Generalized land uses for the South Loop New Town in relation to one another are illustrated below. The street network does not include local, private streets and is subject to change. The pattern of open space is generalized within the major development blocks, and reflects a basic intent to locate public open spaces or new streets coincidental with major utility corridors. The public open space along the Chicago River should permit direct pedestrian access to the river as well as continuous pedestrian movement between Harrison Street and Stewart Avenue.

Industrial land uses are shown in locations generally unsuited for residential development. Although the extent of industrial development may vary, employment opportunities in industry would be a welcome addition to the new town area, and with contemporary techniques and strict performance standards they can be accommodated in a harmonious relation with adjacent residential areas.





# SOUTH LOOP NEW TOWN SUB-AREAS

(Key to Tables 1 and 2)

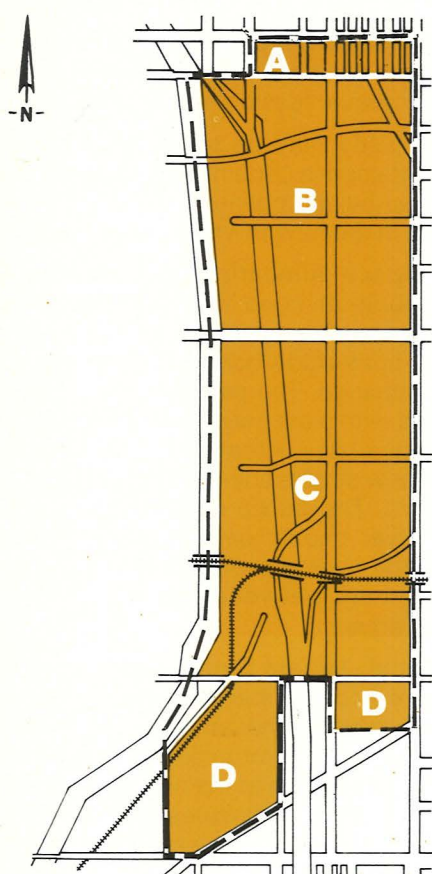


Table One sets forth a basic distribution of land uses. These data are consistent with the areas on the map. Table Two proposes a framework for dimensioning the intensity bulk and population of the new town. It proposes an overall density of 81 dwelling units per net residential acre, a total of more than 13,000 dwelling units, a floor area potential for residential and related uses of almost 15 million square feet, and a projected population of 32,000 persons, as estimated 3,500-4,500 of whom would be elementary school age and 800-1,500 of whom would be of high school age. It is intended to convey the basic character desired and sub-areas might vary substantially within the overall framework.

Business space would be permitted within the development, but it should be limited to a total of 450,000 square feet apportioned among the sub-areas of the new town generally as shown on Table Two. Business space would be incorporated into residential structures or buildings housing other uses—such as cultural or institutional uses, and would be oriented and distributed to serve local needs and purposes.

Industrial development would be limited to approximately 1.25 million square feet of floor area at a floor area ratio of 1.2. This floor area would be in addition to that indicated for residential and related uses on Table Two.

Community facilities, including schools, churches, libraries, health care programs, among others, would be provided up to a total of 600,000 square feet of space. These uses would be located within residential structures or community centers and in highly accessible locations. Public and private facilities can be accommodated within the same structure by using innovative development and space assignment approaches.

**TABLE 1: PROPOSED DISTRIBUTION OF LAND USES**

Area	Gross Acreage	Area in Public Right-of-Way (Acres)	Area for Non-Residential Purposes (Acres)	Area for Public Open Space (Acres)	Net Area For Residential Purposes (Acres)
A	14.0	6.0	3.5	-0-	4.5
B	120.0	29.5	1.5 <sup>b</sup>	25.0	64.0
C	152.5	40.0	18.5 <sup>c</sup>	31.0	63.0
D	50.0	5.5	5.0 <sup>c</sup>	9.0	30.5
Total	336.5	81.0 <sup>a</sup>	28.5	65.0	162.0
<sup>a</sup> Excludes Chicago River and includes 18.5 Acres of Right-of-Way for Franklin Connector					
<sup>b</sup> Existing Jones Commercial High School					
<sup>c</sup> Land for Industrial Purposes					



**Residence.** The character, appearance and impact of new development on available land south of the Loop should be that of a substantial, medium-density urban residential community. The residents of this community would depend to a significant degree on facilities, opportunities, services and amenities available in surrounding areas, particularly at the Lakefront and in the Central Business District.

The scale of development would be that of a community housing 30,000 to 35,000 persons in more than 13,000 dwelling units in a broad range of building types ranging from single-family or town house dwellings to multi-family, multi-story structures. The predominant characteristic of the mix of housing types must be its ability to attract and accommodate families, particularly those with children. The lack of appropriately-sized and placed dwelling units with related amenities is the principal factor in the low percentage of families with children now residing in the Central Area of Chicago. The primary objective in developing a new community in the South Loop area should be the preparation of an environment for family living, starting with units of adequate size and design which are well located with respect to recreational resources and the broad range of community facilities and services.

Criteria for reviewing residential proposals include the following:

1. Higher intensity development should be focused on locations which offer high degrees of transit service, convenience goods and services, and local amenities such as cultural and recreational facilities. In general, over-all intensity would be higher toward the north end of the South Loop New Town and lower toward the south end.
2. The following approach to a mixture of dwelling unit types is proposed for illustration purposes only.
  - efficiency units: 15% maximum
  - efficiency and one bedroom units, combined: 25% maximum
  - two bedroom units: 45% maximum
  - three bedroom units: 30% minimum
  - four or more bedroom units: 5% minimum.
3. Business uses should be accommodated within residential or other structures according to carefully prescribed limits.
4. Community facilities of an appropriate nature and of adequate extent should be provided throughout the area as an integral part of the residential fabric.
5. Private open spaces and recreational facilities such as yards, balconies and terraces, decks, game and exercise rooms, courts and swimming pools should be available and readily accessible to the new town residents.

**TABLE 2: PROPOSED PLANNING FRAMEWORK**

Area	Net Area for Residential Purposes (Acres) <sup>a</sup>	Dwelling Units per Net Acre	Number of Dwelling Units	Estimated Population <sup>b</sup>	Persons Per Dwelling Unit	Maximum Floor Area For Residential and Related (Square Feet)				Maximum Floor Area For Industry (Square Feet)	Total Permitted Floor Area (Square Feet) <sup>e</sup>	Overall Floor Area Ratio
						Housing	Business	Community Facilities <sup>c</sup>	Total <sup>d</sup>			
A	4.5	300	1,350	2,500	1.9	1,214,000	40,000	46,000	1,300,000	—0—	1,300,000	6.6
B	64.0	88	5,600	13,500	2.4	6,200,000	195,000	250,000	6,645,000	—0—	6,645,000	2.4
C	63.0	75	4,700	12,200	2.6	5,500,000	165,000	226,000	5,891,000	1,000,000	6,891,000	1.6
D	30.5	49	1,500	4,200	2.8	1,600,000	50,000	78,000	1,728,000	250,000	1,978,000	1.2
Total	162.0	81	13,150	32,400	2.5	14,514,000	450,000	600,000	15,564,000	1,250,000	16,814,000	2.1 <sup>f</sup>

<sup>a</sup> See Table 1, p. 14.

<sup>b</sup> Based on existing communities of comparable density in the City of Chicago.

<sup>c</sup> Includes schools, libraries, churches and other residential-related indoor facilities.

<sup>d</sup> Residential Floor Area includes Business and Community Facilities.

<sup>e</sup> The sum of Residential Floor Area and Industrial Floor Area.


<sup>f</sup> Apply to a base of 190.5 acres (Land for Residential and Industrial Purposes)

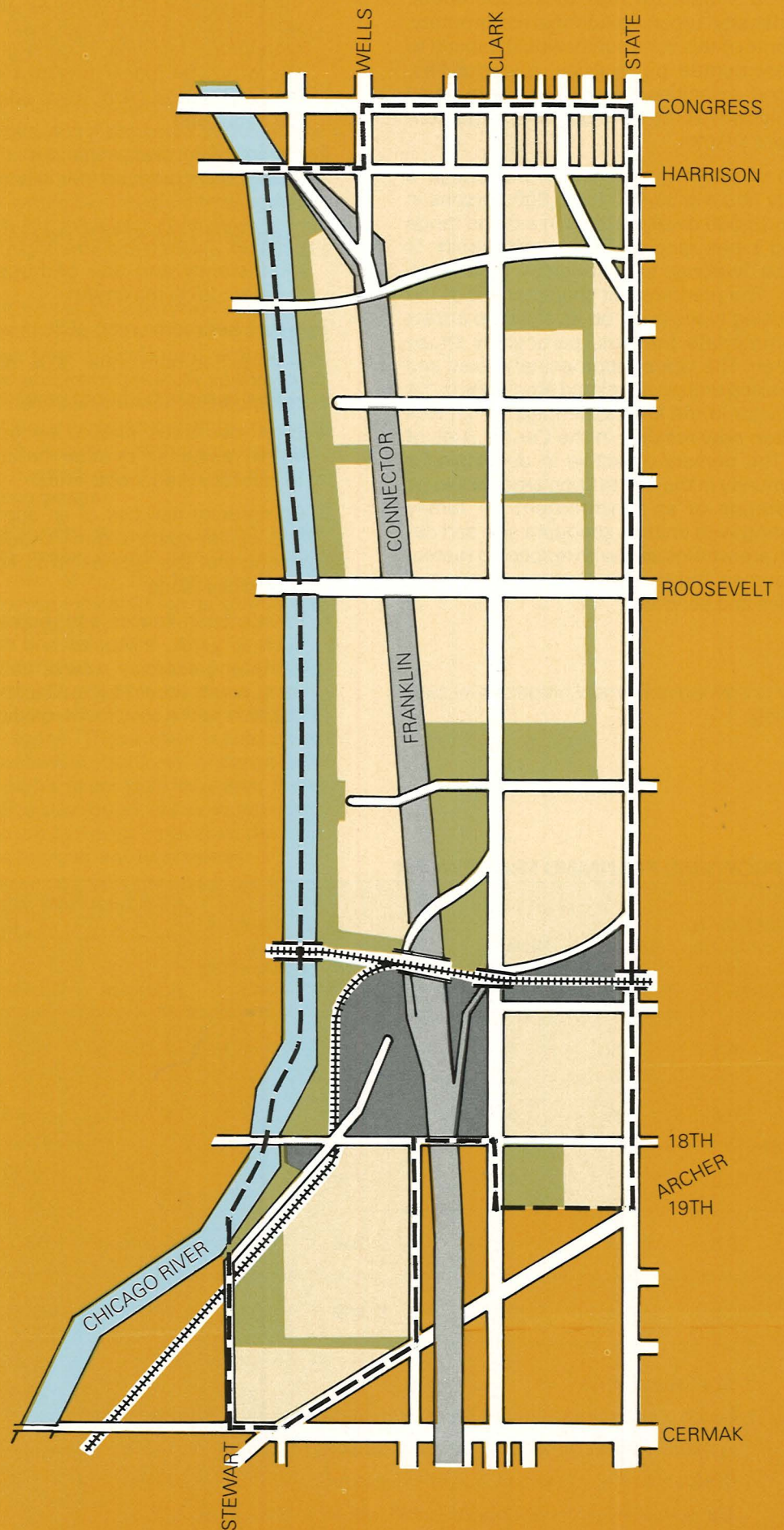


# **SOUTH LOOP NEW TOWN** PROPOSED LAND USE

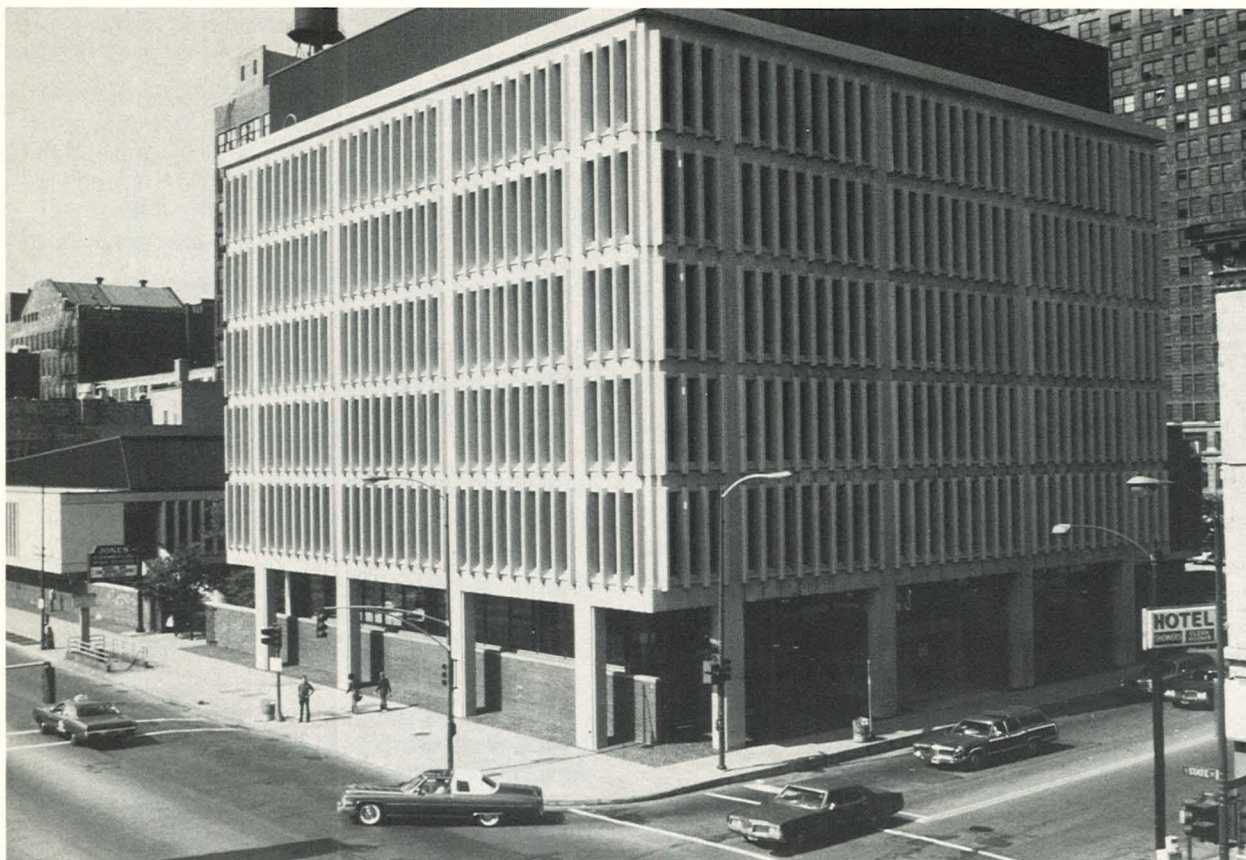


## **LEGEND**

-  Residential
-  Recreation and Institutional
-  Industry
-  Expressways







Jones Commercial High School at the southwest corner of State and Harrison. This facility can provide a focus for educational improvements.

**Education.** Educational programs and facilities are among the more important community components to be developed in the South Loop New Town. The attractiveness of any residential development for family living necessarily is a function of the attractiveness of the local schools and their programs. The Chicago Board of Education, the City of Chicago and all private interests in the South Loop New Town must continue to analyze educational alternatives for this area and must cooperate in the implementation of agreed-upon proposals, recognizing particularly that educational services for the South Loop New Town cannot be removed from the Central Area and city-wide contexts.

The following criteria are proposed to guide the educational development effort in the South Loop New Town.

1. Space devoted to educational purposes should not be provided in single-purpose structures; rather, suitably designed and appropriately located space should be made available in other structures according to agreed-upon arrangements.
2. The educational programs and services need not be provided in a location which is either geographically or functionally concentrated; rather these programs and services could share spaces in dispersed locations which also can accommodate recreational, cultural, community or other activities and programs.
3. Educational programs should be involved in the broader life of the community, including the use of facilities and resources outside of the traditional school.
4. Public educational programs and services will be provided through the auspices of the Chicago Board of Education, and coordination of efforts and cooperation among the Board, the City, the developers of the New Town and the New Town residents is fundamental and irreplaceable.
5. Non-public educational alternatives should be accommodated in terms of both potential space needs and other relationships to public and private institutions.
6. The availability of quality educational services and facilities is crucial in all stages of new town development. Educational programs and facilities should be committed early on the basis of an anticipated population to be served, and educational strategies should address educational styles (open classrooms, traditional, Montessori, etc.) as well as types and ages of students to be attracted and served.
7. Any approach should be applicable and intended to be tried outside of the context of the New Town: replication and simultaneous initiation of the approach at more than one location outside of the new town area may be desirable.

**Open Space and Recreation.** Residents of the South Loop New Town should have a variety of easily accessible and appropriately scaled open spaces and cultural and recreational facilities and



programs available to them from the first stages of development. Certainly, the extraordinary open space, cultural and recreational facilities available in the Central Business District and along the Lakefront in the Central Area will be available to the new town residents; however, additional space and facilities must be provided within the community and its neighborhoods to serve those residents directly and with a sensitivity to local needs.

The basic standard of two acres per 1,000 population, as set forth in the *Comprehensive Plan of Chicago* (1966), should be applied as the minimum open space requirement for the South Loop New Town. This would mean, for example, that an anticipated new town population of 20,000 would generate a need to provide 40 acres of public open space. This report suggests that the new town might accommodate approximately 32,500 persons, necessitating 65 acres of public open space.

Public open space would take at least three forms in the South Loop New Town. First, there would be a major, generally linear public open space with an average width of 100 feet extending along the east bank of the Chicago River from Harrison Street on the north to Stewart Avenue on the south. This river-oriented open space of approximately 16 acres could vary in width down to a minimum of 50 feet, but it should permit uninterrupted and continuous pedestrian movement along its entire 1.3 mile length. The development of the River frontage is an important element of overall new town development. The River provides an edge to the community and an irreplaceable open space resource. Access to and along the River should be an important concern in the development of each sector of the new town area.

Second, public park spaces should be provided in tracts of up to ten acres. These spaces should be strategically located and should provide ball fields and court facilities as well as landscaped areas and playgrounds. Such public parks should be located particularly to enhance the visual and recreational environment for family housing units, and particularly for those units developed at lower intensities. It may be desirable to develop a major park facility in a central location in the new town.

Third, other public open spaces in the form of linear greenways would be located throughout the new town area. These would resemble "parkmalls": linear, pedestrian-oriented greenways connecting activity centers with one another and with residential areas. In addition to the public open space forms, private open spaces would also be provided throughout the area. These should be designed to serve local recreational needs and would range from individual yard spaces to large, perhaps formal, parks or common yard spaces.

The private open spaces should not take the form of residual open spaces around individual structures. They should be carefully designed components of the overall open space system in the community and should be complementary in

The Dearborn Station has been closed to commuter service since 1971, but it could be restored as a part of an overall program bringing recreational and cultural improvements to the South Loop area.





every way both to public open spaces and to other private developments.

One special type of private open space—that located on roof tops, should be carefully considered and designed for full use. It is possible to create a substantial contribution to ecological and environmental, as well as recreational objectives through the proper development of those spaces.

The following are some of the more important criteria for open space development.

1. Public open space should be provided in adequate quantities at appropriate locations according to the standards and goals of the *Comprehensive Plan of Chicago*.
2. Private open spaces should be carefully integrated components of the overall open space system.
3. The Riverfront should be set aside as a public open space affording continuous pedestrian movement along its length in the new town area.
4. Public parkland should be located in conjunction with the family-oriented residential units, and should serve as linear connections between activity centers and residential areas.
5. Open spaces should be available adjacent to educational spaces for use by students, and pedestrian systems should connect educational and recreational centers.
6. Open spaces can and should be located as "buffers" between residential uses and other uses.

**Business.** Business and commercial enterprises bring goods and services, employment opportunities, and elements of identity and diversity to a neighborhood or community. This kind of development, appropriately limited, is a necessary component of a vital and viable community.

Business activity and facilities in the South Loop New Town should be designed and located to meet the day-to-day needs of the new town residents. The full business and commercial resources of the Central Communities, and particularly of the Central Business District, are conveniently accessible from the new town, thus no major new business concentration need be developed in the South Loop New Town.

In the new town, business and commercial space should be located in relation to concentrations of residential density and neighborhood activity: mid or high-rise residential structures or a neighborhood center or a transit station, for example, and space for business purposes should be located within structures housing other uses, as discussed earlier. Business and commercial development should not be a dominant visual element in the new town, and business signs, like all

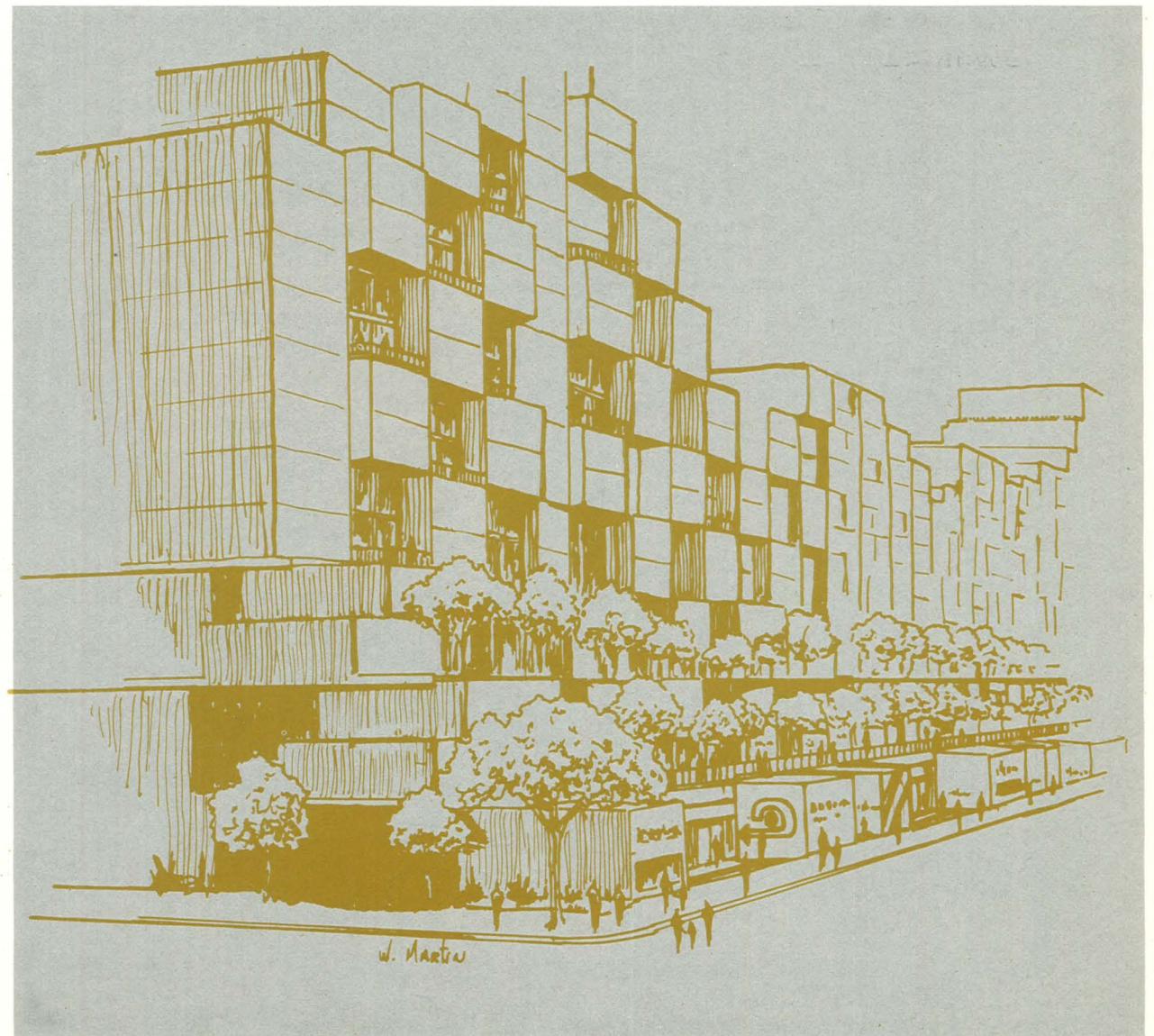
signs in the South Loop New Town, should be carefully organized and strictly controlled. Business uses should occupy a maximum of 450,000 square feet of space within the new town. They can and should be accessible without resort to an automobile trip to shop, and, in general, they should be scaled to serve the new town and not the greater community or the region. These uses can and should be limited to local retail and services functions.

1. Business should be easily accessible to pedestrians and persons using public transportation.
2. Business may be combined with other uses wherever desirable and appropriate at points of concentrated community activity.
3. Business space should be limited and related to potential population within various sub-areas of the South Loop New Town.
4. Permitted business uses should be those generally allowed in retail districts.
5. Limited business or office development may

be permitted at the northern most end of the new town area as a transitional land use between the greater residential community and the Central Business District.

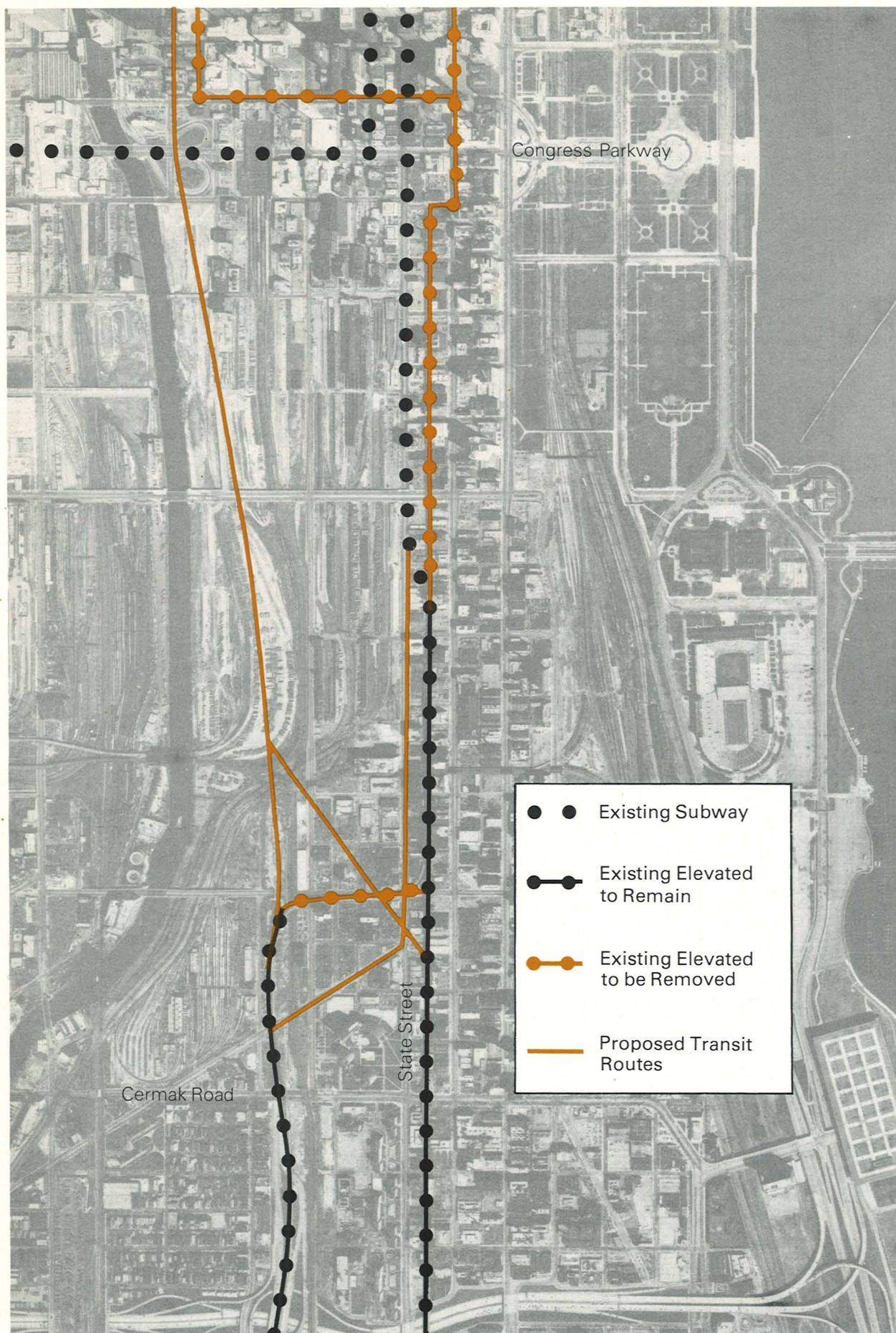
**Security and Safety.** The highest standards for the protection of persons and property must be applied in the designs for all land and space uses. Every effort must be made to utilize the most effective security techniques, including:

1. Provisions for adequate police and fire services and provisions for fire, police and emergency vehicular access to all points within the South Loop area.
2. Arrangement of all structural elements both interior and exterior to promote open visibility where desired.
3. Provision of appropriate lighting for each different kind of area or activity.
4. Provision of adequate communication systems and building security programs.
5. Provisions for grade-separated pedestrian crossings at major transportation routes.



Predominantly residential structures can include provisions for shared usage of space. As shown here, business development serving a local clientele could occupy street level spaces with apartments above.





## SOUTH LOOP NEW TOWN PROPOSED TRANSIT IMPROVEMENTS



**Transportation.** The South Loop New Town area is blessed and besieged with transportation opportunities and problems. The accessibility potentially available to residents of the New Town is virtually unsurpassed by any existing residential neighborhood in the metropolitan area, but the South Loop New Town must be developed around a number of major transportation facilities which will carry large volumes of vehicular traffic.

Some general review criteria for transportation improvements follow:

1. The Franklin Street Connector should be built as a through traffic carrier. The possibility of limiting connections to only the north and south ends of the area must be carefully examined. Truck traffic on the Connector should be carefully controlled.
2. Transit service must be adequate, convenient and attractive. South Loop planning and development must be coordinated with required transit construction.
3. A major public streets system must be established, and it must serve both through and local traffic needs.
4. A pedestrian circulation system must be established with separation of pedestrian and vehicular traffic as a major goal.
5. All parking should be off-street, preferably below grade or otherwise enclosed.
6. The potential for specialized or personalized transport systems should be included in the planning framework.
7. Rail operations and facilities should be modified or relocated as appropriate.

**Industry.** Industrial development can and should be a valuable element in the South Loop New Town, providing employment opportunities and community development-related production facilities. Criteria for industrial development include:

1. Industries must be capable of meeting modern performance standards in the areas of pollution and noise controls.
2. Industries permitted in the South Loop New Town should be those which contribute to the development or functioning of the residential environment. Particularly, industries involved in the production of housing should be encouraged to locate here.
3. Industrial uses should generally be located in areas inappropriate for residential use, and industrial development should be subordinate to residential development and appropriately related to existing or potential residential development in adjacent areas.
4. Industries which yield a high ratio of jobs per acre and represent a wide range of skill levels should be the most desirable.



## Special Situations

There are several circumstances or situations which exist or might come to exist in the South Loop area which merit special attention. The following are three of these situations:

**Retained Uses.** As new development progresses through the South Loop, existing structures and uses will, for the most part, be replaced with new buildings and patterns of land and space use. However, certain sites or areas might never change or might change more slowly than the rest of the new town area. For example, the area generally bounded by Congress, State, Polk and Wells now contains numerous substantial structures which range in use from high school to apartment hotel to office space to telephone switching facility and which range in size from a one story garage to a 22 story structure filling an entire one-half acre site. The uses or spaces in these structures might prove to be useful components of the new town, at least on an interim basis, and perhaps permanently if they can be adapted to the needs of the developing community.

**Transition Areas.** The periphery of the new town—particularly along Congress Parkway—is a setting for transition from the very intense, multiple and mixed uses of the Central Business District and the Near South Side to the less intense, more organized development in the residential new town. Commercial development on both sides of that street would occur through market forces and where permitted, should be designed as a component of the developing new town. Residential uses which may also be located in these

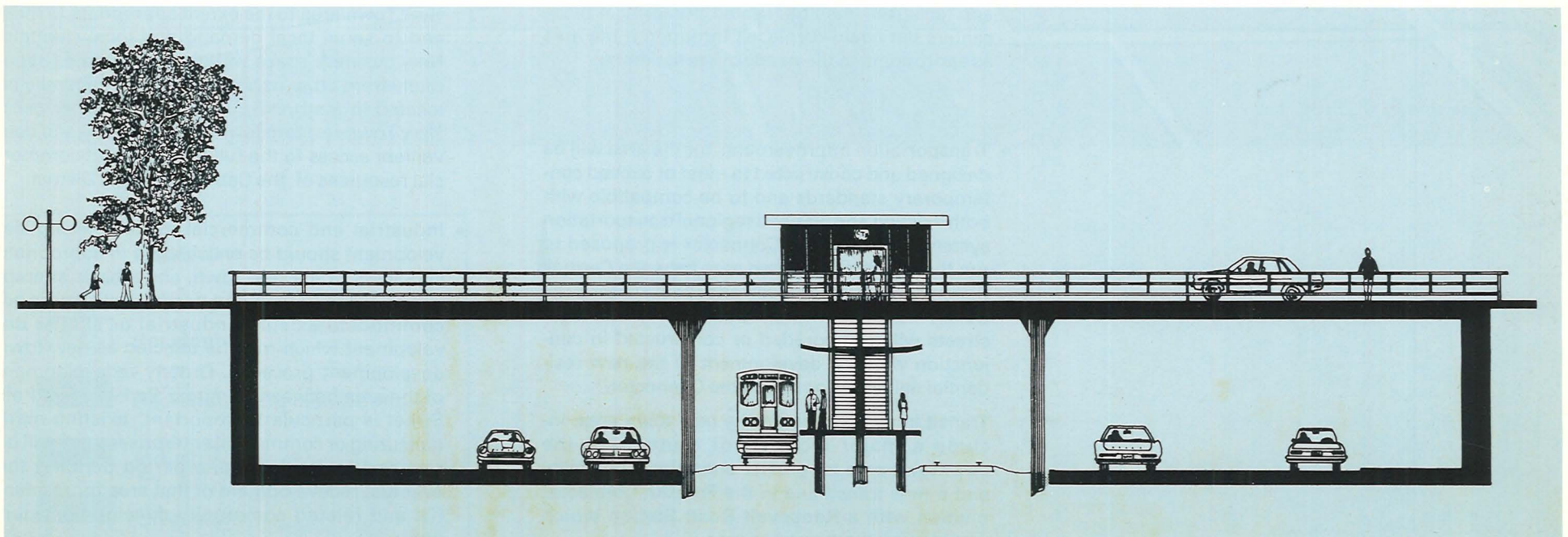
transition areas will require major attention to support facilities and services.

**Entryways and Connections.** Certain portions of the transition zones mentioned above offer opportunities for providing an entryway into the new town. Ninth Street, between the new town and Michigan Avenue could be developed as an entry corridor which would open into a major boulevard within the new town itself. This could provide a formal entrance as well as a connection to Grant Park and the Lakefront. The State Street Mall concept might also be extended south to Harrison Street to focus pedestrian movement into the Central Business District.

**Staging & Timing of Development.** The South Loop New Town will be developed in stages over an as yet indeterminate period of time, but it will be necessary to establish the character and identity of the community from the outset. The following criteria should guide the timing and staging of development:

1. The first phase of development in the South Loop New Town must establish its residential character and community identity.
2. The initial phase of development must provide a full range of services for its residents at the time they begin to move in.
3. Coordination of public and private efforts will be necessary in each stage of development, particularly in the provision of educational and other community services.
4. The first and subsequent stages of development must be coordinated with a schedule for necessary public capital improvements.

Cross-section of the proposed Franklin Connector at Roosevelt Road. The Connector has been planned to accommodate rail rapid transit service in the median with a station at Roosevelt Road.





## Summary

- The South Loop New Town must provide a residential environment which will attract families, and especially families with children. The location of the new town will afford its residents easy access to the vast resources, amenities and opportunities of the Central Business District and Chicago's Lakefront, but the new residential community itself must offer those residents a broad range of convenient and high quality local facilities and services.

A broad range of building types and dwelling unit sizes would be available in a community which was developed to an overall moderate or medium level of intensity: an anticipated 30,000 persons would eventually occupy 13,000 dwelling units.

- Neighborhood and community centers would be developed at convenient and appropriate locations throughout the South Loop area. These centers would provide educational, recreational and cultural spaces and could also accommodate churches, social service outlets, local retail and service functions and other neighborhood or community facilities within structures specifically designed for multiple or shared space usage. Social services—for example, health care programs and facilities—may be located primarily in these centers but could be placed throughout the area as appropriate to the needs of the residents.

- Transportation improvements for the area will be designed and constructed to meet or exceed contemporary standards and to be compatible with both existing and planned regional transportation systems. The Franklin Connector is proposed to run through the new town area between Cermak Road and Congress Street, and would carry a rail transit line in its median. Both arterial and local streets will be upgraded or constructed in conjunction with the development of the new residential neighborhoods and the Connector.

Transit improvements in the new town area, include a major crossing of routes into the downtown area for greater operational flexibility and a new transit line in the Franklin Connector median with a Roosevelt Road Station which would serve the new town area.

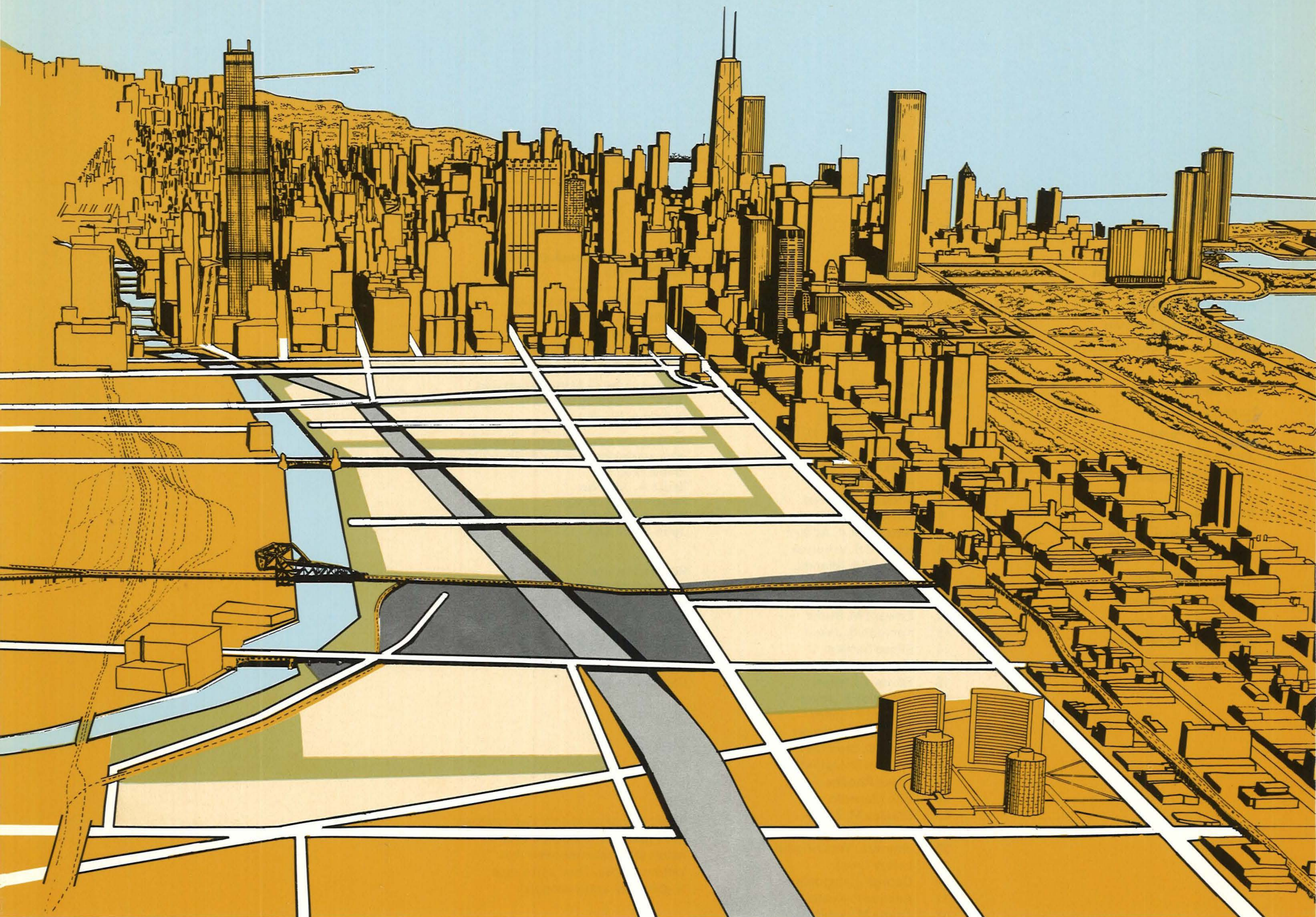
- Recreational and cultural facilities and programs will be provided throughout the new town area as both public and private improvements. Public development will include a continuous Riveredge park, substantial neighborhood and community parks, linear greenways connecting activity centers, and various indoor recreational and cultural spaces. Private development would include ground-level yard spaces and common areas, roof and terrace-level open spaces, balconies, courts and exercise rooms, meeting and assembly spaces, among others. These spaces and facilities—whether public or private—will be designed and located to be compatible and mutually supportive.

- Educational programs and facilities of high quality will be an important factor in attracting families with children to the South Loop area. The educational arrangements must be flexible in terms of both programming and facilities, and, in particular, the educational process and the activities of the broader residential community must be strongly interrelated in the South Loop New Town.

- Business development would be permitted in the New Town area to the extent appropriate to meet and to serve local demand and local clientele. New business space would not be located separately from other uses; that is, it will generally be located in a structure also housing other uses. New Town residents will also have easy and convenient access to the full business and commercial resources of the Central Business District.

- Industrial and commercial/manufacturing development should be encouraged in appropriate sub-areas of the new town, and a basic attempt will be made to meet the needs or otherwise accommodate existing industrial or similar development which may be affected as new town development proceeds. Orderly redevelopment of the area between Congress Parkway and Polk Street is particularly important: existing manufacturing or commercial enterprises there will be retained for an indefinite period pending the eventual redevelopment of that area for residential and related community development purposes.





**LEGEND**

-  Residential
-  Recreation and Institutional
-  Industry
-  Expressways





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Many city departments and agencies have made contributions to this report and have reviewed it at various stages. Their assistance is gratefully acknowledged.

### Cover:

Sketch of a possible public esplanade development along the Chicago River in the new town.

Sketches and Summary Map: William J. Martin





